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Draft country programme document for Papua New Guinea (2008-2012)

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Introduction

1. The Government of Papua New Guinea has been facilitating the formulation of the common document of the United Nations country team (UNCT), the main United Nations strategy document concerning the implementation of the joint office programming component for the years 2008-2012. The common document relied on the National Millennium Development Goals (MDG) Report and the United Nations 'base document' (replacing the common country assessment) as sources of information and analysis. In collaboration with the United Nations organizations in Papua New Guinea and a range of development actors, the Government has ensured that the common document supports the achievement of the national priorities set out in the Medium Term Development Strategy (MTDS) 2005-2010, the plan for economic and social advancement, and a series of complementing strategies, including the National Strategic Plan on HIV/AIDS 2006-2010, the National Assessment Report towards a Framework for Sustainable Development, and the MDG 7 initiative on environmentally sustainable economic growth.

I. Situation analysis

2. Papua New Guinea is the largest of the Pacific Island nations, both in population, estimated at about some 6.1 million, and in land area, approximately 460,000 km^2. Around 85 per cent of the population lives in the rural areas, a rugged terrain largely inaccessible by road that supports a wide range of ecosystems. The country has a rich cultural and ethnic diversity, with some 800 languages spoken by a population distributed over the mainland and many islands and estimated to reach more than 7.5 million by 2015.

3. The level of human development is low and has deteriorated in some areas over the past few years. In 2006, the human development index was ranked at 139 out of 177 countries and territories surveyed. Data from 2004 showed life expectancy at birth at 55.7 years, the adult literacy rate at 57.3 per cent and a gross domestic product per capita of $2,543.

4. A majority of the rural population and part of the urban population rely for their livelihoods on forest exploitation, fishing, hunting, and subsistence agriculture. Weak infrastructure and social service delivery mechanisms, marketing problems and low government and civil society capacity make it difficult to find other ways to earn a living, such as community-based tourism and commercialization of non-timber forest products, or to gain access to renewable energy schemes. For the last few years Papua New Guinea has benefited from record international commodity prices. As a large percentage of governmental revenue is derived from the resource sector, the Government was able to pass balanced, or near-balanced, budgets over this time. Recent drops in commodity prices could reduce this revenue stream and force the Government to cut back on planned expenditures.

5. In the years before colonization, no overarching system of governance was in place, and while interaction existed for trade, warfare and marriage, the different population groups were largely insular. Insertion into the globalized world progresses slowly, and a large proportion of the rural population continues to live a virtually autonomous existence with little contact with other sectors of society. In the urban areas, established safety nets (such as the *wantok* system) are in decline, and society no longer provides the traditional community security.

6. Provincial disenfranchisement has arisen in resource-rich areas where profits from mineral extraction have not sufficiently been channelled back to the province of origin in the form of services and infrastructure. Bougainville endured 10 years of a civil war that was mainly caused by dissension over the management and ownership of the copper mine. Although weapons containment and destruction was carried out on a limited basis after the peace agreement was signed, the 'peace dividend' approach has had only limited success in conflict prevention and recovery in that context. Large areas of south-central Bougainville are still controlled by armed groups who restrict access to their areas.

7. Gender inequality is widespread in Papua New Guinea and manifests itself in many areas: in the home, in employment, in government, in access to health and education services and in the enjoyment of basic human rights. The causes are multiple and long-standing, but are aggravated by socio-economic and cultural pressures as traditional society adapts to change, population growth and some migration from rural to urban environments. The capacity of the Government and civil society to address the issues is still weak, despite legislation.

8. Women represent a very small proportion of high-level decision-makers, with 1 out of 109 Members of Parliament (MPs). They play a relatively small role in commerce, either as entrepreneurs and traders or in small-scale businesses.

9. Although precise data are lacking, gender-based violence has become a serious problem in Papua New Guinea, caused by social, economic and cultural pressures in a society in transition. It is characterized by increasing incidences of sexually based violence such as gang rapes, rape in marriage, and sexual abuse of children. The Government and its related services have not been able to address what in most cases is an internal, domestic phenomenon. At the same time, affected women have not been in a position to persuade the Government to address the issues effectively.

10. Papua New Guinea faces the possibility of a generalized, heterosexual HIV epidemic, one of the most serious in the Asia Pacific region, stemming from a number of behavioural socio-cultural and economic factors. It is therefore essential to address the epidemic in an integrated way, as a health, social, developmental, and security issue.

11. Progress towards the MDGs has been slow, and according to the 2004 MDG Progress Report for Papua New Guinea, the country is unlikely to achieve any of the goals and few of its targets by 2015. Improving the institutional capacity of line agencies and the provincial and district governments is vital. Several critical issues continue to hamper the development of implementation capacity. These relate to the need for good governance, political stability, accountability and anti-corruption measures, as well as the rule of law.

12. Papua New Guinea still relies heavily on official development assistance (ODA). About 80 per cent of the development budget is funded by ODA. In 2002 Papua New Guinea, ranked as a 'medium human development country', received $36.40 per capita in net ODA, compared to $6.50 for all such categorized countries and $24.20 for 'low human development countries'.

II. Past cooperation and lessons learned

13. The UNDP country programme 2003-2007 was closely aligned to the United Nations Development Assistance Framework for the same period. Both focused on enhanced leadership and participation; improved access, quality and delivery of basic services; and improved internal, regional and global integration.

14. Past practice indicates that projects that are thematically or geographically isolated often lack the critical mass necessary to achieve the desired project outcomes and impact on the population. UNDP should base its work on the programme approach. The advantages of this include: (a) advocacy and policy advice relating to human rights, gender and MDGs; (b) capacity development at national and subnational levels, with a particular focus on institutional and leadership development; (c) assisting the Government with donor coordination; (d) normative and technical advisory services, setting standards, providing methodologies and instruments (for example, small grants methodologies, human development reports and leadership development methodologies); (e) the neutrality and convening power of UNDP (for example, in peace-building in Bougainville); and (f) best practices, as shown in other UNDP programme countries, which can be applied as South-South cooperation in the context of Papua New Guinea..

15. The organization should expand its work through partnerships with the development partners active in Papua New Guinea and look to non-traditional partners such as the private sector and faith-based organizations (FBOs), and work in conjunction with the other United Nations organizations.

16. UNDP should internalize more effective monitoring, through the regular submission and analysis of substantive and financial progress reports, coupled with full implementation of the Prince2 methodology to results-based management. Projects and programmes should define baselines and targets against which results can be measured.

III. Proposed programme

17. The overarching theme of the common document is 'a partnership for enhancing nation-building'. An important activity in the initial years will be to clarify the root causes that need to be addressed to enhance

nation-building in Papua New Guinea. For this, the Government and UNDP will set up a team that will design a strategy that will support the MTDS by integrating conflict reduction into the national planning process, the strategies of government institutions and the UNDP country programme.

18. The Government has already singled out governance, gender-based violence and discrimination, HIV/AIDS and the lack of sustainable livelihood options as areas that need UNDP support. The nation-building programme will conduct a series of activities to develop a deeper understanding of these and other issues in the field of conflict prevention, peace-building and natural disaster management

Cross-cutting themes

19. All outcomes will mainstream a series of cross-cutting areas of action. Gender equality and crisis prevention and recovery are both a programme and an outcome area. All UNDP work in Papua New Guinea will be focused to help the Government achieve the MDGs, largely through capacity development at individual, institutional and societal levels. All programmes and projects will be human rights-based. All outcome areas will provide upstream policy advice to the Government as needed, while helping with advocacy and awareness-raising on themes where UNDP has a clear mandate. Finally, UNDP will assist the Government in setting up improved structures for MDG monitoring.

Democratic governance

20. In this area, supporting the Government in its good governance goal, under outcome 1 of the common document, "Government develops and implements effective governance and crisis management policies and strategies based on the principles of good governance", UNDP will concentrate its efforts on the legislative and executive branches, at national and local levels.

21. In the legislative branch, UNDP will assist Papua New Guinea with a programme intended to revitalize the 30-year-old national Parliament to better meet the modern demands placed on democratic institutions. This support will concentrate primarily on increasing the effectiveness, transparency, and accountability of the parliamentary service to better serve the elected representatives. It will strengthen the linkages between the national Parliament and the provincial legislative bodies, and will provide a focused support to the parliamentary committee system.

22. The organization's work with the executive will focus on developing MDG costing, planning and implementation capacity. This would include the capacity of the Government to lead in the area of donor coordination so that donors align with national priorities and systems. For work at the subnational level, UNDP will concentrate on decentralizing and strengthening planning and financial management.

23. Through human rights advocacy and capacity development work, UNDP will promote the strengthening of the national integrity system by assisting the Government to establish a functioning national human rights commission. Lastly, UNDP will work on capacity development in line departments to mainstream human rights considerations in their budgets.

HIV/AIDS

24. One of the five pillars of the common document is the response to HIV/AIDS. Outcome 4 states: "By 2012, the rate of HIV/AIDS infection is halted or reduced, and government provides services to those people with, and affected by HIV/AIDS". This outcome supports the MTDS expenditure priority, HIV/AIDS prevention. Given strong bilateral donor support in this area (AusAID), the Government proposes three specific and essential UNDP niches. First is leadership development to mitigate gender-related vulnerability to HIV/AIDS by focusing on communities to develop and implement HIV/AIDS prevention and care strategies for their people. UNDP will use and expand its successful leadership transformation methodology to work with community and local-level leaders. Second, UNDP will continue to support the Department of Health, Principle Recipient of the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), in the managing, monitoring, and reporting on the global funds allocated to Papua New Guinea by ensuring that international technical support is available as and when requested. Third, UNDP will assist the National AIDS Council to strengthen its monitoring and evaluation system for the seven focus areas, in all provinces, of the National Strategic Plan on HIV/AIDS. Of importance here is the coordinated response information system hosted in the National AIDS Council secretariat.

Poverty reduction

25. At the local level, UNDP will facilitate a series of pilot programmes that enhance the livelihoods of the rural population by identifying and implementing economic alternatives in harmony with the environment, such as non-timber forest products, sustainable agriculture, and community-based tourism. Only communities that have clearly indicated their interest in adopting such economic alternatives will be included. Meanwhile, prior assessments will be made to ensure that all activities promoted are economically sustainable in terms of market demand. In selected provinces, renewable energy schemes will be tested to promote small-scale, downstream processing of agricultural produce.

26. To support the national priority of gender equality, UNDP will channel its technical assistance under the Meri-man (Woman-man) equality programme. Gender equality is rated by many as one of the most pressing development issues for Papua New Guinea. UNDP will focus on three areas: the participation of women in decision-making positions in public and private sectors; development and follow-up of a gender policy in four national sectors; and promotion of women in business, which will be integrated into the sustainable livelihoods outcome by ensuring that a significant percentage of grants go to female entrepreneurs and women's groups.

Environment and sustainable development

27. In this area, under "Promotion of income-earning opportunities" set out in the MTDS, concerned with expenditure priorities and supporting outcome 2 of the common document, UNDP will focus its attention on capacity development of the Department for Environment and Conservation by assisting in the establishment and maintenance of an integrated, environmental monitoring and compliance database, and in setting up structures through which the department can work with civil society and other government departments in selected provinces. UNDP will support national proposals such as the MDG 7 initiative that seeks to mainstream environmental considerations into economically important sectors such as forestry, fisheries, and mining. Solutions to biodiversity conservation and sustainable livelihoods interventions will be explored in partnership with the Global Environment Facility, as well as the private sector.

IV. Programme management, monitoring and evaluation

28. The proposed structure is detailed in the common document, guided by a joint Government/United Nations steering committee. The government side is headed by the Department for National Planning and Monitoring and will oversee implementation of the action plan of the common document and the respective joint annual workplans. The UNDP contribution to these plans is outlined in this country programme document. The United Nations is represented by UNFPA, the United Nations Children's Fund (UNICEF), the United Nations High Commissioner for Refugees (UNHCR), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the World Health Organization (WHO), and UNDP, as well as the non-resident organizations. By 2008, it is expected that the United Nations system will be a joint office model, with harmonized operations in-country.

29. National execution is the preferred modality. UNDP will use the direct execution modality only where it is unavoidable and only at the request of the Government. For programmes and projects at the local level, a decision can be made to use the non-governmental organization (NGO) execution modality.

30. In this cycle, UNDP will increase its efforts to recover its costs to allow for the sustainability of the office. With a modest target for resource assignment from the core, UNDP will seek partnerships that include a resource mobilization component, in those cases where UNDP has a comparative advantage.

31. A results-based management approach, underpinned by the UNDP management systems, Prince2 and Atlas, and reflected in the results and resources framework, will be used to monitor the country programme, and the annual workplans will facilitate implementation. UNDP has put in place a project services team (in addition to the programme and operation teams) to improve its internal project monitoring structure.

32. The programme will be evaluated in 2010 and 2012, in line with the evaluation plan of UNDP, which is aligned to the recommendations of the common document, and all projects will be audited annually by recognized auditors in Papua New Guinea.

Annex. Results and resources framework for Papua New Guinea (2008-2012)

National priority or goal: Good governance (Medium-term development strategy–Programme for recovery and development)					
Common document intended outcome 1: Government develops and implements effective governance and crisis management policies and strategies based on the principles of good governance.					
Strategic plan priority	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources by goal, in dollars
Poverty reduction	Government of Papua New Guinea efficiently and transparently coordinates international aid, donors and development partners to facilitate the implementation and monitoring of the MTDS/MDGs.	The Department of National Planning and Monitoring facilitates aid alignment, prioritization and coordination; national MDG-based development strategy developed and under implementation; 67 MDG national indicators disseminated nationally and subnationally; relevant government departments use MTDS/MDG monitoring systems.	Properly costed MDG-based national development strategy (MTDS 2011-2015) under implementation. Papua New Guinea scorecard for the 67 indicators widely in use.	National Department for Planning and Monitoring,Treasury Department,Finance Department, Department for Environment and Conservation, UNICEF, UNFPA, WHO, UNHCR, UNAIDS	Regular resources 5,074,220 Other resources 15,925,780 Total 21,000,000
Democratic governance	National and selected provincial parliaments function more effectively to carry out their legislative and oversight roles.	Parliamentary service capacity developed to provide advisory services to MPs and Committees. MPs trained to understand legislative, oversight and representational roles. Parliamentary Committee secretariat capacity to provide support to committees developed. Linkages strengthened between national and pilot provincial parliaments.	Functioning Parliamentary Services Committee. Private Member bills submitted in the house. Committee reports drafted.	National Parliament – parliamentary services, AusAID, UNICEF, UNFPA, WHO, UNHCR, UNAIDS	
	Provincial and local governments plan and manage their finances and support service delivery efficiently and effectively with increased participation of civil society and the private sector.	Subnational management systems established at the provincial level relating to planning and financial management. Provincial Human Development Reports prepared in selected provinces.	Demonstrable improvement in financial management and accountability leading to better service delivery. Human Development Reports produced and published.	Provincial government, local-level government, Ministry of Finance, AusAID, Asian Development Bank, National Economic and Fiscal Commission	
	Government is aware of, respects, and provides for human rights while empowering citizens to demand the protection of those rights from government.	National Human Rights Commission established. Capacity developed in relevant departments to mainstream human rights considerations in their budgets.	Human Rights Commission funded and operational. Human rights considerations become part of organizations' core business. Budget component reflected in organizations' annual plans.	Attorney-General's Office, Department for Community Development, Ombudsman Commission, UNICEF, UNHCR, UNFPA, UNAIDS	
	Relevant institutions in Papua New Guinea research and apply best practices for conflict prevention and recovery, and the associated gender dimensions to enhance nation-building.	National strategy to address issues of nation-building and crisis prevention developed. Government institutions have incorporated elements of the holistic strategy into their work plans.	Civil society engagement in development of conflict prevention and recovery policy. Analytical activities achieved relating to conflict prevention issues. Strategy adopted by government agencies. Human security initiatives supported in at least three selected provinces.	Department of National Planning and Monitoring, Department for Community Development, Office for the Coordination of Humanitarian Affairs (United Nations), United Nations Development Fund for Women (UNIFEM), UNDP Pacific Centre, provincial administrations	

National priority or goal: Promotion of income-earning opportunities (Medium-term development strategy –Expenditure priorities and supporting policies and Papua New Guinea MDG 7 initiative on environmentally sustainable economic growth)					
Common document intended outcome 2: By 2012, rural communities in selected provinces of each region use improved sustainable livelihood practices.					
Strategic plan priority	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources by goal, in dollars
Environment and sustainable development	Department for Environment and Conservation effectively plans, manages, monitors, and coordinates with other relevant government institutions the sustainable use of natural resources at the	National authorities trained on mainstreaming and monitoring of environmental issues. Integrated environmental monitoring and compliance database is established in Papua New Guinea. Effective network established between Department for Environment and Conservation and other relevant government	Increased compliance of projects (mining, forestry, tourism, etc.) with environmental policies, plans and legislation; capacity of Department for Environment and Conservation to enforce legislation increased;	Department for Environment and Conservation, National Forest Authority, Environmental Law Centre, Papua New Guinea Eco-Forestry Forum, Centre for Environmental Law and Community Rights	Regular resources 1,000,000 Other

	national, provincial and local levels.	institutions with provincial and local authorities and NGOs, community-based organizations (CBOs) and FBOs.	number of protected areas established.	Inc.	resources 9,500,000
	Communities in selected provinces use their natural resources sustainably to enhance their livelihoods.	Provide selected communities with training on more sustainable use of their resources, community-based tourism, renewable energy, accessing funding, and managing small-scale initiatives – all with a special focus on women and women's groups.	30% of grants to women groups and female entrepreneurs. Number of communities trained on accessing funding and project management.	Department of Environment and Conservation, Department of Agriculture and Livestock, National Forest Authority, Sustainable Development Programme Ltd., UNICEF, international NGOs, NGOs, FBOs	Total 10,500,000

National priority or goal: Gender equality (Medium-term development strategy –Expenditure priorities and supporting policies)					
Common document intended outcome 3: Women and girls experience fewer gender equalities in Papua New Guinea.					
Strategic plan priority	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources by goal, in dollars
Poverty reduction	Number of women in decision-making roles in public and private sectors increased by 10%.	Gender policy developed. Gender policy implementation strategy developed. Gender policy piloted in selected sectors and provinces.	Policy papers endorsed by National Executive Committee and Parliament. Successful execution of policy strategies results in increased compliance and more even gender balance in executive positions. Increased number of women in leadership roles in public and private sectors and provinces.	Department for Community Development, National Women's Council, UNIFEM, UNICEF, UNFPA	Regular resources 500,000 Other resources 3,000,000 Total 3,500,000
	Communities in one province in each region have reduced gender-based violence by 2.5%.	Community facilitators' capacity developed to undertake community conversations. Department for Community Development community advisers trained to implement the community conversation methodology. Capacity of selected CBOs and FBOs developed to implement the community conversation methodology.	Facilitators exhibit improved skills in community conversations. Increased awareness and behaviour change results in a reduction in gender-based violence in selected communities.	Department for Community Development, National Women's Council, provincial and local-level governments, UNICEF, UNFPA	

National priority or goal: HIV/AIDS prevention (Medium-term development strategy – Expenditure priorities and supporting policies and Papua New Guinea national strategic plan on HIV/AIDS 2006-2010)					
Common document intended outcome 4: By 2012, the rate of HIV/AIDS infection is halted or reduced, and government provides services to those people with, and affected by HIV/AIDS.					
Strategic plan priority	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources by goal, in dollars
Democratic governance	Communities develop and implement HIV prevention, care and support strategies for their population.	Target groups participate in the leadership development programme and develop the capacity to advocate for HIV prevention, care and support, and to provide life skills education to youth.	Target groups exhibit skills in HIV prevention, care, support and treatment, impact mitigation and reduction of vulnerability.	National AIDS Council secretariat, UNAIDS, AusAID, UNICEF, UNFPA, Family Health International	Regular resources 1,000,000 Other resources 4,000,000 Total 5,000,000
	National AIDS Council fulfils effectively and efficiently its responsibilities in managing, coordinating, implementing, monitoring and evaluating the national response to HIV/AIDS.	Comprehensive monitoring and evaluation system for HIV/AIDS established and managed by National AIDS Council secretariat. UNDP supports GFATM.	NACS effectively monitors spread of HIV in PNG, evaluates data and coordinates strategies to minimize the impact of HIV, especially in vulnerable groups. Effective administration of Global Fund.	National AIDS Council secretariat, UNAIDS, WHO, UNICEF, UNFPA	
				Grand total	40,000,000